

# The Beacon

"By and for emergency responders"

## FEMA AND CONSEQUENCE MANAGEMENT

The ability of the United States Government to prevent, deter, defeat, and respond decisively to terrorist attacks against our citizens and our country is one of the most challenging priorities facing our nation today. Without question, it will take a fully coordinated interagency local, state, and federal preparedness and response effort to meet this challenge. In developing this strategy, coordinated by the National Domestic Preparedness Office (NDPO), a select group of federal agencies have those authorities, resources, capabilities, and expertise essential to provide the core response. While several federal agencies have specific responsibilities for terrorism preparedness and response, the Federal Emergency Management Agency (FEMA) is the lead agency for consequence management.

FEMA is an independent agency of the federal government whose primary responsibility is the coordination of all federal "consequence management" activities in response to an incident requiring federal disaster or emergency assistance.

The agency's primary authority is derived from the Stafford Act and a number of Executive Orders and delegated responsibilities from the President of the United States. FEMA's organizational structure mirrors the functions that are outlined in the life cycle of emergency management: mitigation, preparedness, and response and recovery.

FEMA has approximately 2,800 full-time employees and operates from a headquarters office in Washington, D.C. and in ten regional offices across the country. FEMA's regional offices cover several states and territories and coordinate FEMA's activities with state officials to help them prepare for and respond to a range of disasters and emergencies.

One of the most severe consequence management incidents would be a terrorist event involving the use of a weapon of mass destruction (WMD). Local first responders will first address the immediate and acute consequences of a WMD terrorism event. State and federal support will likely be needed, however in most cases it may not be available in the first critical hours. When it does arrive, the scope of the support will depend greatly on how well local responders have been able to manage the incident. FEMA, working through the states, is devoting a significant portion of its terrorism-specific budget to support planning, training and exercises to better prepare state and local emergency responders to deal with the consequences of terrorist incidents.

Responding to a terrorist incident is difficult due to its inherent complexity and special considerations. To meet the challenge FEMA and the Federal interagency community have incorporated terrorism response planning within the context of an "all hazards" approach to emergencies and disasters that builds upon proven concepts, policies, and procedures used for responding to natural disasters.

At the federal level, FEMA supports terrorism preparedness activities involving planning, training and exercises, in coordination with the other departments and agencies and the NDPO. FEMA has an equally important role to help ensure that the state emergency operation plans and response capabilities are adequate and tested for responding to a WMD terrorist incident. FEMA's consequence management preparedness activities include the provision of grants to states and eligible local jurisdictions and the delivery of first responder and emergency management training programs to support terrorism-related planning, training, and exercise requirements.

For example, in FY 1999, FEMA will make some \$8.2 million available in the form of grants to state emergency management agencies in support of their terrorism consequence management preparedness, training, planning, and exercise activities. Also, in this fiscal year FEMA is making \$4.0 million available to state fire training centers through its U.S. Fire Administration to support delivery of the National Fire Academy's Emergency Response to Terrorism curriculum. To date, at least 46,000 fire and emergency personnel have been trained with this curriculum.

FEMA continues to use existing structures and capabilities to implement its consequence management response. For example, FEMA is building on the framework of the Federal Response Plan (FRP) to develop terrorism-specific coordination structures and response capabilities that will be used in conjunction with the response activities of state and local authorities. FEMA is working closely with the FBI and other agencies to develop an overall concept of operations plan (CONPLAN) that will facilitate effective coordination and mutual support of all elements of the crisis and consequence management communities.

This effort includes ongoing participation in development of concepts and procedures for the Joint Operations Center (JOC) and the Domestic Emergency Support Team (DEST). In the JOC, FEMA participates in the Command Group and leads the Consequence Management Group, which includes key federal, state and local entities involved in coordinating consequence management. The Consequence Management Group will provide a critical point of interaction with the Federal Coordinating Officer (FCO) supported by the normal FRP structure and resources, in providing the necessary federal response to address state and local requirements.

Terrorism preparedness and response is a high priority of FEMA and the Federal emergency management community. No state's capabilities are adequate if the majority of its population is unprotected. Being protected means having responders who can arrive in the immediate aftermath of an incident with necessary equipment, training, and plans to provide an organized and effective response without becoming victims themselves.

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In addition to its responsibilities in terrorism consequence management preparedness and response, the President's recent direction also designated FEMA as the Executive Agent for Continuity of Operations (COOP) planning among federal civil departments and agencies. In the context of COOP, this guidance is significant in that

it recognizes the importance for government offices to continue functioning under all circumstances, to include a terrorist attack. FEMA is issuing COOP guidance, coordinating federal interagency COOP plans and activities, and coordinating the assessment of COOP capabilities.

## THE BEACON NEEDS YOU

The Beacon is now five months old and its circulation is growing. This month's issue contains an article from FEMA outlining their consequence management responsibilities. Contributions from our partners will be a regular feature of The Beacon and will keep the newsletter fresh and topical. The Beacon is committed to publishing articles that are useful to the response community.

The Beacon is introducing a few new features this month: **Frequently Asked Questions; What's New in the NDPO; and, The Link of the Month.**

The Beacon welcomes reader mail and will publish future letters in the "**Feedback**" section of the newsletter. The Beacon is also looking for input including original articles submitted by our readers. Submitted articles can be on any WMD-related subject, including planning, training, exercises, equipment, and health and medical services. Send to **Information Sharing at NDPO c/o FBI at 935 Pennsylvania Ave., N.W. Rm 11286 Washington D.C. 20535.**

Articles submitted to The Beacon are an excellent way to disseminate vital WMD information, provoke discussion, as well as make suggestions pertaining to a variety of WMD issues. All readers are encouraged to take advantage of this unique WMD forum through the submission of articles.

## WHAT'S NEW AT THE NATIONAL DOMESTIC PREPAREDNESS OFFICE?

During the past month, the NDPO has made great strides towards the establishment of its **State and Local Advisory Group**. The establishment of the interagency group is an outgrowth of recommendations made by state and local first responders. While work still remains to ensure that it is established and administered in accordance with statutory requirements, it is anticipated that the group will be a conduit through which vital state and local input can be channeled to the NDPO and the federal community.

Input regarding the formation of the group has been sought from respected leaders within the response community to include a Major in the Louisiana State Police; Sheriff from the Arapahoe County Sheriff's Office,

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Sergeant from the Orange County Sheriff's Department; a Chief of Staff from the D.C. Metropolitan Police Department; the Chief of the Los Angeles County Fire Department; a Chief from the Lee's Summit Fire Department; the First Vice Chairman of the National Volunteer Fire Council; a Deputy Chief of the Chicago Fire Department; a Deputy Secretary of Public Safety from the VA Department of Emergency Services; a District Chief from the Orlando Fire Department; a doctor from the American College of Emergency Physicians; the Chief of the Viral and Rickettsial Disease Laboratory from the California Department of Health; a Senior Policy Analyst from the National Governor's Association; Deputy Executive Director from the National Conference of State Legislators, the President of the National League of Cities; Associate Legislative Director for Justice and Public Safety from the National Association of Counties; the Assistant Executive Director of the U.S. Conference of Mayors; a Policy Analyst from the Council of State Governments; the Director of the International City/County Management Association; a Deputy Inspector from the New York Police Department; the Executive Assistant to the General President of the International Association of Fire Fighters; the Manager of Counterterrorism Programs of the International Association of Fire Chiefs; the Chair of the Jefferson County LEPC; the Emergency Response and SARA Title III Coordinator from the Georgia Environmental Protection Division; the Department of Energy, DP-23-GTN; EPA; a Team Leader and the Director of the Office of National Security Affairs from FEMA; the Special Assistant for MACA, DoD/OSD Reserve Affairs; an Emergency Planner/Coordinator from the Department of Health and Human Services; the Director of the Office for State and Local Domestic Preparedness Support; and the NDPO Director, Deputy Directors and other officials.

During the week of April 12, 1999, the NDPO hosted a WMD conference which included representatives from the FBI, other federal agencies, as well as state and local responders. The conference was designed to elicit input from WMD coordinators and regional planners on a number of critical WMD-related topics.

The conference also provided a forum for the outlining of successful programs initiated by federal, state, and local working groups located in Chicago, Charlotte, Phoenix, Oklahoma City, Newark, and Milwaukee. During the May conference, representatives from San Diego, San Francisco, Los Angeles, Dallas, Salt Lake City, and Louisville will provide insight regarding their respective preparedness plans.

## **FIRST RESPONDER TRAINING COURSES OFFERED BY FEMA**

The United States Fire Administration and the National Fire Academy offer several courses, both resident and non-resident, designed for first responders involved in responding to terrorist incidents. The following courses are offered through the National Fire Academy Emergency Response to Terrorism (ERT) curriculum:

Emergency Response to Terrorism: Self- Study (ERT:SS)

Emergency Response to Terrorism: Basic Concepts (ERT:BC)

Emergency Response to Terrorism: Incident Management (ERT:IM)

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Emergency Response to Terrorism: Tactical Considerations - Company Officer (ERT:TC-CO)

Emergency Response to Terrorism: Tactical Considerations - Emergency Medical Services (ERT:TC-EMS)

Emergency Response to Terrorism: Tactical Considerations - Hazardous Materials  
(ERT:TC-HM)

Individuals interested in enrolling in these and other courses can contact the **United States Fire Administration/ National Fire Academy at (800) 238-3358, ext. 1533.**

To order the ERT self-study package contact **(800) 238-3358, ext. 1189.**

To obtain this information as well as other information for first responders, view the FEMA web page at <http://www.usfa.fema.gov>; or email us at [usfaweb@fema.gov](mailto:usfaweb@fema.gov).

## **FEATURED WEBSITE OF THE MONTH**

The Beacon is beginning another new feature this month called the “Featured Website of the Month.” Each month, the NDPO staff will select a helpful website that will offer important information on training issues, grants, publications, and news on domestic preparedness.

This month’s NDPO featured website is the Federal Emergency Management Agency’s (FEMA) Internet page at <[www.fema.gov](http://www.fema.gov)>. The FEMA site is a wealth of information for disaster preparedness, new agency initiatives, training resources, and storm updates. The homepage offers a complete summary of recent disaster relief efforts in the United States and highlights upcoming seminars, workshops, and online discussion sessions sponsored by FEMA. The site also includes complete FEMA organizational details including frequently asked questions, regional office information, an agency on-line directory, newsletters, and biographical data on Director James Lee Witt.

The main menu includes links to Project Impact, FEMA for Kids, Y2K Issues, Spring Flood Watch, Disaster Assistance, Fire Administration, Mitigation, Preparedness, Flood Insurance, Job Opportunities, Information for Businesses, and Regional Offices.

The site is easy to navigate and contains interesting “Real Audio” files of interviews, speeches, and greetings from various FEMA officials. Be sure to browse the online library, which contains relevant publications, reports, and studies on many programs including HAZMAT, mitigation, and firefighting.

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## **FREQUENTLY ASKED QUESTIONS**

### **What is WINJIIP**

The Windows Joint Interagency Input Program (WINJIIP) is a Microsoft based and user friendly system that is designed to track After Action Reports (AAR) following WMD exercises. WINJIIP was written and developed in 1993, by the Navy in Norfolk, Virginia. WINJIIP is primarily unclassified software that can be distributed. However, the information that is placed into the system will determine the actual classification.

### **What is the recommended version of WINJIIP**

The version of WINJIIP that is recommended is 4.5. There is a 5.1 version of WINJIIP that will be forthcoming. The conversion process from WINJIIP 4.5 to 5.1 will be fairly simple.

### **The benefits of WINJIIP**

WINJIIP has and will continue to be extremely beneficial to the state, local and federal agencies participating with WMD exercises. One of the primary functions of WINJIIP is to track AARs' following WMD exercises. The NDPO has responsibility for managing and maintaining WINJIIP. WINJIIP will provide a method for identifying problem areas and making recommendations to address them.

The NDPO will work closely with state, local and federal jurisdictions that conduct WMD exercises and provide a means by which participants can share their lessons learned.

### **Where additional information regarding WINJIIP 4.5 can be obtained**

Additional information regarding WINJIIP 4.5 can be obtained from [www.jwfc.js.mil/pages/jc11.htm](http://www.jwfc.js.mil/pages/jc11.htm).

## **FEMA COMPONENTS AND FUNCTIONS**

FEMA is responsible for consequence management preparedness and response to terrorist incidents involving WMD. Within FEMA, several components play major roles in ensuring that timely and adequate support is given to the states and local jurisdictions. Below is a listing of the key FEMA components that you may be working with and their roles in terrorism-related activities:

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## Directorate

### **Office of National Security Affairs (NS)**

- Provide coordination of FEMA programs involving terrorism, continuity of operations (COOP), continuity of government (COG), and critical infrastructure protection (CIP).
- Develop and coordinate FEMA strategy and policy for terrorism-related initiatives.
- Coordinate FEMA support to the NDPO.
- Represent FEMA in NSC committees and work groups.

### **Response & Recovery Directorate (RR)**

- Ensure that the FRP and the regional response plans are fully adequate to meet consequence management requirements.
- Provide fully coordinated FRP consequence management support to the FBI in the event of a terrorist incident.
- Develop specific plans and preparedness measures to address terrorist incidents during special events.
- Maintain the Rapid Response Information (RRIS) for use by officials at all levels of government.
- Coordinate FEMA response and recovery operations.
- Maintain FEMA alert and notification systems and procedures and specialized resources including the Mobile Emergency Response Support System (MERS) and the Urban Search and Rescue (US&R) Task Force.
- Deploy Emergency Response Team (ERT).
- Provide the coordination support at FEMA headquarters during terrorism-related incidents, including:
  - \*Emergency Support Team (EST) in FEMA's E ICC.
  - \*Movement Coordination Center (M.C.) to help manage the movement of critical resources.
  - \*Emergency Support Function (ESF) #5: To provide situation assessment using remote sensing, GIS, and other technical resources; situation reports for key decision makers and responders; and operational planning.

### **Preparedness, Training & Exercises Directorate (PT)**

- Provide grants to states for planning, training and exercise activities. Develop terrorism-related planning guidance and publications for state and local governments. Support development of state capability assessment such as the Capability Assessment for Readiness (CAR). Deliver the emergency management curriculum and specific terrorism related courses such as the Integrated Emergency Management Courses (IEMC) based on a terrorism scenario. Develop exercise-related tools and techniques for terrorism preparedness. Support the Nunn-Lugar-Domenici Domestic Preparedness Program.

### **U.S. Fire Administration (FA)**

- Provide training to enhance the capability of fire departments and first responders to respond to terrorist attacks using the Emergency Response to Terrorism curriculum.

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- Provide technical expertise on hazardous material (HAZMAT) issues, relevant equipment and standards.
  - Support the Office of Justice Assistance Programs.

#### **Information Technology Service Directorate (IT)**

- Provide communications and computer support for FEMA activities.

#### **Operations Support Directorate (OS)**

- Provide logistical and security support for FEMA activities.

#### **Office of Emergency Information and Media Affairs**

- Conduct internal and interagency preparedness activities for providing emergency information as part of the federal response to terrorist incidents. Provide appropriate representation in the Joint Information Center (JIC)

#### **Regional Offices**

- Located in Boston, MA; New York, NY; Philadelphia, PA; Atlanta, GA; Chicago, IL; Denton, TX; Kansas City, MO; Denver, CO; San Francisco, CA; and Bothell, WA.
- Administer and manage grants to states for terrorism-related planning and training activities.
- Maintain interagency forum to support federal coordination utilizing the Regional Interagency Steering Committee (RISC).
- Support development of regional plans.
- Maintain Regional Operations Centers (ROC).
- Deploy Emergency Response Team (ERT) personnel to support incident response.

#### **National Domestic Preparedness Office**

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